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THE DEVELOPMENT OF MORALE IN THE UNITED STATES NAVY

JOHN VAVASOUR NOEL, JR.

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THE DEVELOPMENT OF MORALE IN THE UNITED STATES NAVY

A THESIS

SUBMITTED TO THE

SCHOOL OF EDUCATION

AND

THE COMMITTEE ON GRADUATE STUDY

OF

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IN PARTIAL FULFILLMENT OF

THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF ARTS

By

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Approved for the School of Education

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PREFACE

It is with a deep sense of humility that I offer this dissertation on morale. Only a professional officer would have the temerity to deal so brashly with a concept so abstract to most laymen. It suggests the enthusiasm of the medieval clergy who debated the number of angels who could dance upon the head of a pin. But if only a small part of a candlepower is added to the light that is being cast these days on man's behavior, then some useful purpose will have been served.

Morale in the Navy is approached herein from three directions: discipline, welfare and recreation, and public relations. This choice suggests a word of explanation. The five of us who comprise the second class at Stanford in Personnel Administration and Training have so laid out our dissertations that, taken together, they form the basis for a book on Personnel Administration. All three of the above factors in Morale are potential chapters in the proposed book.

I wish to acknowledge the assistance and advice of Dr. A. John Bartky, Dean of the School of Education, whose rare blend of Naval and educational skill and erudition have made my duty at Stanford so pleasant and fruitful. To my wife, Mary Noel, I express appreciation for typing the rough draft of the manuscript.

CHAPTER I

INTRODUCTION

The growth of the knowledge of human relations in this century has been rapid in business, in government, and in education. Personnel administration has become almost a profession in which such subjects as psychology and sociology are applied to the complex and vital relationships of workers, students, and government employees. The military services have an intense interest in this new art which promises to help solve the familiar problems of selection, classification, distribution, training, and morale. It is in this last area that I propose to concentrate.

Good morale has always been a major requisite for any successful military unit; its attainment has been one of the most important concerns and responsibilities of Naval officers. Since military service is in poor repute in this post-war period it is more important than ever to examine the factors that influence good morale in the Navy and evolve some specific recommendations that could guide the formulation of official personnel policies. Leadership is never a static concept; as our culture develops and changes so must the Navy continuously integrate itself with the changing world in which

Chapter 1

Introduction

it operates. It is hoped that the conclusions reached in this paper might assist in a small degree this process of integration. The possibility of UMT with all the new responsibilities that will be assumed by the armed services is another reason for an evaluation of some time-honored methods of leadership.

Since morale is a broad term involving all phases of life and activity I propose to examine and delineate morale in the Navy in three areas: discipline, welfare and recreation, and public relations. All of these three subdivisions are areas in which morale is of primary concern if not the end result. Discipline, in the broad sense in which I plan to consider it, defeats itself if it does not promote high morale. Welfare and recreation encourage and foster security and health. Public relations is concerned with the Navy's position in the public favor; keeping it high maintains the esprit de corps of all Navy men. It is in these three areas, then, that I propose to examine morale and, after doing so in the light of parallel activities in other fields, I plan to submit a critical evaluation and some specific recommendations.

In my research I have used all available primary sources and have endeavored to synthesize a large amount of material. The sources used have been, in general: the basic directives and written policy of the Navy Department; textbooks on all phases of personnel administration with special

emphasis on leadership; business publications relating to personnel work; conference board reports and professional personnel and management association publications dealing with personnel administration; reports of research accomplished by industrial firms, by government agencies and educational institutions and by the Navy Department. I have also used personal interviews with military and business leaders as well as my own professional experience in command of destroyers during the war. This paper does not, of course, presume to be a definitive one in its area; it is rather one officer-student's view of a complex subject.

CHAPTER II

DEFINITIONS AND OUTLINE OF DISSERTATION

In this chapter I propose to define in detail the subject of the dissertation and to discuss the methods to be used in approaching the term morale. Sources will also be discussed and evaluated as will the conflicting points of view that inevitably accompany the study of such an intangible concept.

This study of the development of morale in the Navy will encompass discipline, welfare and recreation, and public relations and will include official policy and directives of the Navy Department in these areas. In addition I propose to evaluate the status of morale in the light of parallel policies in industry and education and draw whatever conclusions are pertinent.

It seems logical to define first the major terms used in this study. I do not use the term development of morale in an historical sense; I mean the inculcation in the minds and hearts of all enlisted men of a deep sense of security, purpose, and confidence. Security is used here in its personal meaning; each man must feel secure from unnecessary interference with his routine and from the caprice of an

Chapter II

Definitions and Notions of Computation

unfeeling bureaucracy. All men must feel that their work is purposeful and should know, within the limitations of their understanding, what they are doing and why. Lastly, and most importantly, to assure high morale in a military unit all the men must possess confidence in themselves, in one another and in their leaders. "Confidence--a justified confidence--is therefore the real foundation of morale . . . . it is developed by proper training and in the daily handling of men--in so handling the individual as to develop his self respect and confidence in the excellence of his instruction and in his personal fitness . . . . and above all in the leader's having so conducted himself as to have inspired the men's confidence in his ability, physical stamina, self-control, judgment and courage."[1] "We shall be leaders only when our men look up to us with confidence--when they are anxious to know our wishes, eager to win our praise, and ready to jump at a word from us in the execution of our orders regardless of whether they think them right or wrong."[2] Morale, then, means all those tangible and intangible factors that make men content to work and fight efficiently and effectively. It in most part results from the moral and human qualities of the leaders and is largely independent of such external

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[1]Col. L. Andrews, Military Manpower, p. 107. New York: E. P. Dutton & Co., 1920.

[2]Adm. Hewlett Thebaud, USN, in his U.S.S. Clark Memorandum, promulgated to the Navy as a letter, Pers-14-CJL, P11-1/00(373) of October 1, 1942 from the Chief of Naval Personnel.

factors as beer and USO shows.

By discipline I mean the training and indoctrination necessary to adapt men to the military way of life. Punishment, though often and loosely used synonomously with discipline, is one of the least of the factors that are included under the term and is really a tacit confession that discipline has failed. General Marshall says that discipline is the cheerful and understanding subordination of the individual to the good of the team. The term is too little understood, even by men and officers of the regular service, and to citizens who cheerfully pick up their rifle in times of national emergency the term is too often a source of confusion, frustration, and needless pain. In our free and highly individualistic culture the word discipline has unpleasant connotations; our mores are highly developed in raising children with as little restrictions as possible and when the young civilian is inducted he reacts to the restrictions and rules of military life much as he rebelled at home to parental authority. It is discipline in the sense that the word is used and interpreted in a well-ordered family that serves to sustain morale in a well-run military unit. Just as a child and later a young adult has to learn the rules and customs to which he must conform so does the recruit learn the laws that govern his activities in that new and different social organization, the Navy. Punishment is a very small and relatively unimportant part of discipline; it is an axiom among

professional officers that the regulations are designed for that five per cent who cannot conform to normal standards of behavior. It is that small percentage who must be punished; all men in a military organization are disciplined.

The expression welfare and recreation is used in its Naval sense. It includes all those activities organized for the benefit of men and officers apart from their daily work, routine, and training. Movies, libraries, and baseball teams are examples of welfare and recreation activities. In industry many of the same activities are included under the general heading of employee services. While many comparisons can be drawn between business and the Navy in this field there are fundamental differences that make military problems the greater. In the armed forces the men are almost wholly dependent on their organization for all their needs. Most military units must be self-contained and self-sufficient, able to furnish all the activities that vigorous young men demand. Elaborate athletic facilities are required as well as facilities to encourage hobbies and skill of all kinds. There is one decided point of similarity, however; in both business and the armed services there has evolved in this century an appreciation of the need and value of organized leisure-time activities. In business the need arose in competition for desirable workers and from pressure of labor unions while the value of leisure time activities was established by progressive personnel directors who were able to

show a dollar and cents advantage in having a contented and healthy work force. In the Navy the need for welfare and recreation arose from the different type of enlisted men who replaced the traditional man-of-warsmen who manned nineteenth century vessels. In the modern, highly mechanized service there is no room for the simple, rough, uneducated sailor who knew little but hard work at sea and hard drinking in port. The bright youngsters and career men of the modern Navy expect the opportunity to play games in their spare time and to pursue whatever hobbies their contemporaries in civilian life are enjoying. The armed services must offer their people the inducements of a nearly normal existence in order to attract qualified volunteers.

The term public relations is also used in this dissertation in its Naval sense. As officially defined: "Public relations is the art of helping persons or institutions who deserve good public opinion to achieve the reputation they deserve." The primary function of public relations personnel is to keep the public informed of the activities of its servant, the Navy. The generally favorable attitude towards and interest in the Service that results is a major factor in morale. The self-respect and pride engendered in military personnel by a friendly public attitude is one of the basic requirements of the armed services. With it they can feel that their hardships in training and their itinerant mode of living are compensated for by the strong conviction

that, like members of some other professions, they work for the common welfare and contribute a little more to the national life than their more prosperous fellow citizens who chose to engage in business. Without a reasonable amount of public approval the armed forces would deteriorate in quality as they attracted to their profession only those familiar social misfits characterized by Kipling's TOMMY ATKINS.

The method of approaching and dealing with the subject of this study is the most direct one of several alternatives. In the three following chapters I shall deal separately with the selected phases of morale: discipline, welfare and recreation, and public relations. Each chapter will include a description of Naval policy and action in the particular area as well as a discussion of related principles and activities outside of the armed forces. This will be followed by an evaluation of both Naval and industrial techniques with specific recommendations for changes or extensions of official policy where they seem to be warranted.

It is in this final section of each chapter that certain conflicting points of view and theories will be evident. The review of Naval activities in each chapter will be a straightforward presentation from official Naval publications. The discussion of parallel activities in industry will be a synthesis of primary sources such as standard textbooks on business administration and policy. In the critical evaluation of naval practice I will depend on my own naval experience

and that of many officers and men with whom I have discussed these subjects. There are few general topics for conversation and debate that can elicit more varied viewpoints than this one of morale. Not often is the word itself used, because it is too abstract alone; it resembles the words democracy or capitalism in political or economic discussions. But in its various ramifications, particularly those dealt with in this study, morale is an absorbing topic among all levels of naval personnel. With its related subject, motivation, morale is the bones and muscle of military leadership and leadership is of primary interest to almost everyone in the armed forces; even to the Seaman who is in charge of five Apprentice Seamen. Of the welter of ideas and opinions, good and bad, informed and ignorant, that permeate the service on this subject, a fairly well defined pattern can be detected. Almost all successful leaders agree on the fundamental requirements and practices of good morale. The successful leader may be a Chief Boatswains' Mate of the old school who never finished grade school and who seldom reads anything, or he may be an Admiral who has written books on Naval Leadership. The former attained his wisdom in handling men the hard way; repeated failures with poor methods and success with correct approaches have taught him how to keep his men happy and at the same time get a maximum amount of work out of them. The Admiral had the advantage of an education but the chances are that he made many mistakes in leadership during his first

cruise. The unsound ideas of morale all come from the inexperienced men and officers as well as the few old timers who are still trying to operate in the age of sail and never quite realize that the world has passed them by. The conflict in this nebulous area of morale and leadership is not, then, in the principles, beliefs or axioms followed but is rather one of application. The traditional methods of instilling good morale are too hit-or-miss, too empirical, too slow, to satisfy those of us who believe that the art of human relations has reached a point where certain fundamentals must be taught to all leaders before they are thrown into their profession to sink or swim. If this study has a mission and a purpose it is to show that morale in certain phases can be treated as a tangible concept and as an objective attainable through logical and understandable procedures.

There is need, of course, to strike a balance between the traditionalists and the advocates of radically new techniques of promoting morale. A military organization has one distinctive characteristic that sets it apart from all other social microcosms. It must be ready, willing, and able to fight. Fighting is the basic raison d'etre of any military unit; even a group of stock clerks in Detroit, if they are in uniform, must be convinced that they too are fighting alongside the infantrymen to whom they send new weapons. Good morale should include the will to fight, the acceptance of hardships and danger. If it doesn't, the leaders have failed

and drastic changes must be made. The Marine Major who forbid the Red Cross Doughnut and Coffee Wagon girls to enter their training area in Saipan was not being arbitrary although few people on the Island understood his attitude. His outfit was being held in reserve for Okinawa; the men had, after many months of hard work, been trained to an edge of tough physical and mental condition. They were ready to "hit the beach" as only a crack Leatherneck outfit can and the sight and smell of a bevy of buxom American girls would have been as good for their fighting morale as an epidemic of dysentery. A commanding officer of a destroyer fueling in the lagoon of an island in the forward area wants to send half his crew ashore under the palm trees for a swim and a few cans of cold beer but he must weigh the gain in morale against the probability of manning all his guns in case of an air attack. The same commander now upon returning to port after maneuvers desires to give two-thirds of his crew week-end liberty but there is too much essential upkeep to be done if he is to keep his vessel ready for combat. This again illustrates the basic conflict in the application of morale-building principles. The responsible military leader can never lose sight of his mission--to it he must adapt all the needs of his men, even that of life itself.

The sources in each chapter of the exposition of naval discipline, welfare and recreation, and public relations are official naval publications in these areas as well as

reports on personnel research conducted by the armed services. The reliability of these sources is, of course, high. Similarly the sources for the discussion of industrial practice in the three chapters is highly reliable and official in nature. Textbooks on personnel administration and the reports of official business organizations such as the American Management Association and the National Industrial Conference Board are used to furnish the background on business policy and practice. In each case the sources will be indicated and in the case of research reports, a discussion of reliability will be included in evaluating the results and conclusions thereof.

In the last part of each chapter the evaluation will be based on three major sources. The first will be research reports based on personnel research conducted by military and civilian agencies. The second will be the result of interviews and correspondence with specific Naval officers, some of whom I shall quote. The last is my own experience in the Service and of that a brief word of explanation. As a watch officer, navigator and, the last two years of the war, as a commanding officer, I spent the major part of five years on the bridge of a destroyer. War at sea is ninety-five per cent boredom and during the many long quiet nights there is much conversation on a variety of topics. The darkness and the circumstances make confidences easy and few men hesitate to discuss matters which they could not even mention in the

cold daylight. It is this long period of intimate study of men and young officers that is a basis for whatever evaluation I shall have the temerity to make of the development of morale in the Navy.

CHAPTER III

DISCIPLINE IN RELATION TO MORALE

Of all the varied components of military morale none is more pertinent than discipline. The word itself has assumed in modern times the unpleasant connotation of punishment. Fundamentally it is much more; it is the treatment suited to a disciple or a learner; it is education and training to develop the faculties of learning to cooperate in the attainment of a common goal.

> No great or even ordinary military effort was ever consumated without coordinated group functioning. A mob cannot rise to the effectiveness of trained men any more than an aggregation of individuals with musical instruments in their hands can without concerted training and unified direction produce a symphony. Military discipline is not intended to convert individuals into automatons subject to the arbitrary whims of commanding officers. It implies a necessary relationship between military effectives and unified direction for the purpose of achieving group objectives. Every individual involved is expected to contribute toward that goal, but, to achieve it, his effort must be coordinated with the efforts of all the others.[1]

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[1] Norman Meier, Military Psychology, p. 79. New York: Harper Bros., 1943.

CHAPTER III

INTRODUCTION TO MOBILITY IN SPACE

Of all the varied requirements of military combat units in space operations, mobility is the most important. The word mobility implies the ability to move from one position to another. Functionally it is more specific; it is the translation of a military force or a function from one location to another in order to maximize the effectiveness of a common goal.

Until the technical advances of the Industrial Revolution were reflected in the greater mechanization and complexity of warfare in the nineteenth century the ordinary methods of recruiting armies and encouraging them to fight were satisfactory. The reluctant citizens, usually portrayed in our history books as fire-eating heroes, were motivated principally by the knowledge that possible death or injury in battle was less dreadful than certain shooting or hanging if they rebelled or deserted. The Chasseurs who were "placed in the corn by night" to prevent desertion by the soldiers of Frederick the Great have their modern counterpart in the Military Police. The great complexity of modern warfare together with the growth of humane and democratic sentiments in general have resulted in the practical disappearance of such primitive discipline and the development of new and much more complicated principles and practices of leadership. But the heritage of brutality and punishment is still alive in our culture in sufficient strength to affect the judgment of most inexperienced enlisted men and newly commissioned officers. They tend to accept the discipline of home and school and the Church as justifiable while military discipline is considered degrading and somehow unAmerican.

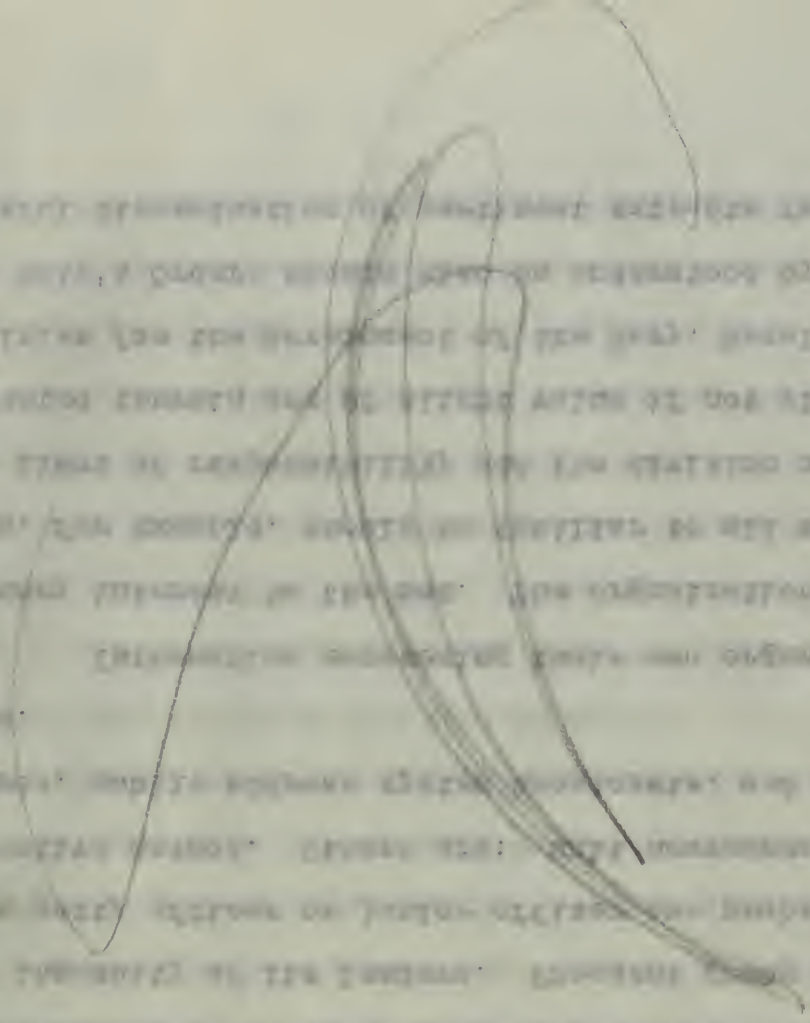
Discipline is based on a variety of factors both physiological and psychological. The former will only be mentioned in passing since they are obvious and relatively not very important. Certainly a military unit must be well

equipped, well fed and afforded good medical attention if possible. But the importance of these factors is much exaggerated in the popular mind. The defenders of Stalingrad or Carlson's Raiders on Guadalcanal had few of the necessities and none of the comforts of life, yet they displayed a quality of discipline of the highest order. The one basic requirement for discipline in terms of physical factors is that their scarcity or non-existence must be understood and accepted by all hands. The occupation troops in Italy after World War II were well-equipped, well-housed and fed, and, in general, adequately led. But the existence of a few luxury hotels and resorts that were rather blatantly reserved for officers served to disgruntle many enlisted men and the reverberations were reflected in the public press and resulted in an elaborate investigation. This principle concerning the acceptance of their environment by military men brings us to the first of the psychological factors behind effective discipline: keeping the men informed.

At first glance it may seem too obvious to warrant discussion to maintain that all enlisted men should be well indoctrinated. It <u>is</u> obvious that everyone feels more at ease and can work more efficiently when he knows the structure of his organization and the rules to be followed in living and working within that organization. It is the exceptional military unit, however, that implements this principle completely. Most commanders believe in and even preach

a policy of meticulous dissemination of information but few ever follow up and determine how thoroughly the word is trickling down to the lowest echelons. It is not enough to post a Plan of the Day and to instruct the Division Officers daily at Quarters to inform their men of a few facts. Keeping the men informed must be an organized, methodical, continuous part of their training and instruction. Two major purposes are served by such a program. The men gain a full understanding of their jobs, thereby increasing their interest, initiative, imagination and performance. Secondly, the men develop favorable attitudes toward serving in the Navy and toward performing their assigned tasks. The methods used in informing personnel depend on the size of the unit and the ingenuity of its leaders. Frequent group conferences led by a petty officer or junior officer are probably the most effective method. Others are: unit newspapers, bulletin boards, public address system broadcasts, and printed handouts.

Information concerning their own organization is of primary interest to the men. The organization book of a ship, for example, should be familiar to all men and officers; the lines of responsibility and the division of labor delineated therein are of slight value if not widely understood. Articles for the Government of the Navy, Naval Regulations and Ship's Orders should also be understood by everyone. Careful dissemination of pertinent extracts from regulations



and the Ships Orders is of basic importance in the maintenance of discipline. Many military offenses are the result either of ignorance of the law or, more often, a fundamental lack of appreciation of the seriousness of an offense. For example, a harmless glass of beer on a hot day can result in a Court Martial and a severe sentence for a new man who does not realize that any kind of drinking while on Shore Patrol Duty is a serious military offense. Other matters of importance to the men are promotion policies and procedure, educational and recreational opportunities, welfare and religious opportunities and evidence of progress in attaining objectives, such as the ships' standing in its competition with other vessels. By means of interviews, observation, reports, and even suggestion boxes the leaders must keep their ears to the ground and give the men the information they want.

Another class of information might be termed external; it originates outside of the ship. News of world and local affairs and information concerning future operations and ship movements are major examples. Only the second, future operations and unit movements, are related to discipline in that ignorance of such matters tends to create sentiments of uncertainty and insecurity. This brings us to the second psychological factor concerned with military discipline: a sense of individual security.

There is no more important nor fundamental necessity in a person's relationships with others than a feeling of

security--not just physical security but rather an assurance that he will be well treated and fairly judged by his superiors. Among workers, attitude surveys invariably place "fair treatment by superiors" toward the top of the list of factors influencing job satisfaction.[2,3] It is security in this sense that is a basic requirement for discipline.

> The outstanding characteristic of the relationship between the subordinate and his superiors is his dependence upon them for the satisfaction of his needs. . . . . In a fundamental and pervasive sense, the subordinate is dependent upon his superiors for his job, for the continuity of his employment, for promotion with its accompanying satisfactions in the form of increased pay, responsibility and prestige, and for a host of other personal and social satisfactions to be obtained in the work situation. . . . . Before subordinates can believe that it is possible to satisfy their wants in the work situation, they must acquire a convincing sense of security in their dependent relationship to their superiors. . . . . There are three major aspects of the subordinate-superior relationship--at any level of the organization--which affect the security of the subordinate. The most important of these is what we term the atmosphere created by the superior. This atmosphere is revealed not by what the superior does but by the way in which he does it and by his underlying attitude toward his subordinates.[4]

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[2]H. B. Bergen, "Measuring Attitudes and Morale in Wartime," Conference Board Management Record (April, 1942), p. 43.

[3]R. N. McMurry, "Management Mentalities and Worker Reactions," Advanced Management (Oct.-Dec., 1942), p. 126.

[4]Douglas McGregor, "Getting Effective Leadership in the Industrial Organization," Journal of Consulting Psychology, Vol. 2, 1944, p. 23.

In the military relationship between men and officers and petty officers an atmosphere of approval is the very backbone of good discipline.

As an illustration let us accompany a new commanding officer on his first Saturday morning inspection. The crew has fallen in at Quarters with the normal misgivings of men whose lives for the next year or so will be intimately concerned with the character and nature of their new leader. By creating a positive (good) or a negative (uncertain) atmosphere in the performance of his first duty the Commanding Officer can establish the basis for good discipline and morale or he can create a feeling of insecurity. As he inspects the crew he notes a few outstanding men and a few whose uniforms are dirty and who need haircuts. The general appearance of the ships company is fair, but not quite up to his standards. The Captain can place a few of the sloppiest men on report, call his officers together after inspection, and exhort them to show definite improvement by the following week. This method would have some results but many of the men and officers would wonder how tough this new regime was going to be. The new Captain, however, prefers a positive approach. As he inspects each Division he has his yeoman note the names of those men whose appearance is really outstanding. At the completion of Inspection he tells his officers, assembled in the wardroom over a pot of coffee, that their men looked good but that he thought some improvement could

be made. He observed that the Division officers, being able and experienced, knew which of their men needed a boost without his (the Captain's) pointing them out. He also instructed the Executive Officer to grant the men whose names he took an extra hour's liberty. In this manner the new commanding officer established an atmosphere of approval.

Another major aspect of individual security previously mentioned in connection with keeping men informed is that of forewarning men of changes that will affect them. Plans for movements of the ship or squadron are not secret in peacetime and should be as quickly and thoroughly passed down the line as circumstances permit. Time of return to port, whether or not there will be an inspection this weekend, and the time liberty will commence are all items of considerable moment to every man and are often kept unnecessarily secret. In disseminating this information the petty officers should be informed first so that their authority and prestige can be enhanced and the men encouraged to come to them for information rather than forced to listen for ill-founded rumors emanating from the Executive Office.

A third basic psychological factor on which discipline is founded is the establishment of attainable goals and objectives on the part of the men, together with the pride that accompanies progress and achievement. Men lose their desire to cooperate and work together if they feel that they are just going through the motions and doing artificial tasks

just to keep busy. To coordinate as a group, men have to have an objective in sight. This objective cannot be defined in the same terms for all levels. A fighter pilot who is a section leader may want to have the smoothest, most skillful and best shooting section in the squadron while one of his gunner's mates may simply aim to keep all 50. caliber machine guns operating without mechanical failures. A peacetime military organization, particularly the Fleet, substitutes competition for the incentive of combat. Almost all units compete in their class in all phases of operations. This competition furnishes goals and objectives only insofar as it is understood by the men. If the lowest levels are shown how their efforts are contributing to the performance of their ship they can understand what their work means and take pride in doing it well. It is not sufficient to outline major objectives. Most men perform better with sub-goals in sight--jobs they can complete in a day or a week. This principle has become widely recognized in industry.

> It is frequently desirable to change the work pattern by introducing some landmarks. The end of the day ordinarily serves as a goal, the approach of which gives the experience of progress. Remote goals tend to be less effective or practically non-existent; for this reason it is desirable to introduce sub-goals. Rest periods, particularly if they are attractive, may become very real sub-goals. Sub-goals can also be introduced by grouping the production into larger units. A hundred units or a box of units may become a sub-goal.[5]

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[5]Norman Meier, Psychology in Industry, p. 223. New

[illegible]

A fourth basic factor affecting discipline is a recognition of every man's dignity and individual worth. Industrial psychologists are not in complete agreement on the primary social needs or drives of the worker. The concensus is, however, that as working concepts we can recognize two needs as fundamental: the need for self approval or self respect and the need for social approval. It is this first need that will be discussed herein; the need for social approval will be treated under the fifth and last basic factor involved in discipline. In any situation we want to be recognized as contributors to the common good. This human need explains many disciplinary cases in military units. The unrated men who are at everyone's beck and call and who do all the unskilled labor often find their unrecognized and lowly role untenable. They are subconsciously seeking approval although their anti-social behavior may be expressed by insubordination, malingering, quarrelling, lateness in returning to duty, etc. Most of us are familiar with the rebellious and exasperating behavior of an older child when he feels that a younger sibling is getting the lion's share of affection and attention.

> Psychologically the dependence of the subordinate upon his superiors is a fact of extraordinary significance, in part because of its emotional similarity to dependence characteristic of another earlier relationship:

York: Houghton Mifflin Co., 1946.

[illegible]

[illegible]

[illegible]

> that between the child and his parents. The similarity is more than an analogy. The adult subordinates' dependence upon his superiors actually reawakens certain emotions and attitudes which were part of his childhood relationship with his parents, and which apparently have long since been outgrown. The adult is usually unaware of the similarity because most of this complex of childhood emotions has been repressed. Although the emotions influence his behavior, they are not accessible to consciousness under ordinary circumstances.[6]

In recognizing the individual and his contribution the leaders must provide more than lip service to this principle of human relations. Good wages and promotions are not enough; the worker, or sailor, must be consulted whenever possible, praised frequently and given evidence of confidence in his work. Although this altruistic procedure is admittedly difficult in many military situations, it is important that the commander avoid taking refuge in harsh and impersonal practices merely because they are traditional and easy to implement.

> Perhaps the most important of these fundamentals for the military leader to realize is the deep seated desire of every individual to maintain his self-respect and to have his right to self-respect recognized by those about him. . . . . Democracy requires of each citizen that he be a self-respecting, self-thinking, responsible individual. . . . . The highest type of Army discipline is developed on a thorough recognition of these qualities in the men. It is practiced by all who have appreciated the meanings of the modern social and

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[6]Douglas McGregor, "Getting Effective Leadership in the Industrial Organization," Journal of Consulting Psychology, Vol. 2 (1944), p. 21.

their interests are active and varied. The
similarity in their age or condition. The
early socio-cultural environment does not
sometimes sufficiently stimulate mentally mentally
and stimulate their level of aspiration.
Most children, with all interest, are voluntarily
occupied. Some long-adopt have problems. The
result is usually somewhere at the similarity the
usual look of this condition of children mon-
Clues are been suppressed. Although the mentions
[illegible] life behavior, they are not essentially
to individuals under ordinary circumstances.

In considering the activities and the occupations
the leisure time [illegible] more than all overlap in this gen-
eral of their activities. Both young and [illegible] are apt
to [illegible] the weather, in either, must be considered whenever
[illegible] outlook [illegible] and other activities of mentions
in the week. Although this relationship [illegible] is ob-
viously difficult to [illegible] attention. It is impor-
tant that the counselor avoid giving [illegible] before he knows all the
[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

> political development of the individual, and learned how to benefit by its advantages for getting efficiency. There still exist, however, many unthinking officers who get their ideas of discipline from the traditional rules formerly evolved for the control of serfs. But their day is rapidly passing, as the modern principle is more and more widely accepted that the man in ranks is an intelligent self-respecting individual, that he may be interested equally with the leader in the success of the cause, and that in large measure he is capable of adding to its success out of his own individual effort and intelligence. The governing idea is therefore for the leader to build up the self-respect of his men, and to appeal to it to control their actions.[7]

In discussing the second of man's two basic needs or drives on which most psychologists agree, the need for social approval, we arrive at the fifth fundamental component of military discipline. This factor is the social status of the individual: his we-group feeling, as the sociologists express it. In every organization, military or industrial, there are two structures or frameworks in which the individual works and operates. One is the formal organization as laid down in official directives and company policy plans. The efficiency and effectiveness of the formal structure often determines the size and composition of the second structure, the informal organization. This exists in some form, however, in even the most efficient unit and is only a deterrent to effective discipline when it replaces the formal organization. According to a study made during World War

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[7]Andrews, op. cit., p. 119.

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II,[8] there evolved in all Army units in which leadership was ineffective an informal underground headed by key enlisted men (called BTO's, Big Time Operators) who actually ran the staff offices and who could procure anything from a two-day pass to a bottle of whisky. This, of course, is an extreme although somewhat common example of the results of poor leadership during the War. Informal organizations in military units are normally extremely important in that they furnish individuals at the lowest levels with a social status and a strong sense of identification with the group. A small naval vessel such as a destroyer has a carefully planned organization book which officially delineates the duties and responsibilities of every man on board. But inside and sometimes cutting across the formal structure is a network of well-organized informal groups. Individuals in each group generally have the same or similar duties, such as the radio gang or the shipfitter's gang but sometimes their working area is the cohesive force, for example the bridge gang. The actual leaders of such groups are often not the senior petty officers although in any formal situation the authority of the senior man is always recognized. Sometimes a subgroup will form, led by a strong personality who has radical and vocal opinions on how things should be run. A wise leader can usually convert this individual by an interview

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[8] "The Social Structure of the Army," American Journal of Sociology, March, 1946.

and an increase in responsibility. A proper outlet for his energies and talents is usually enough to bring the rebel into the fold. Occasionally it is necessary, however, to transfer the man to a job where he cannot exert his negative influence. In assigning strikers or apprentices to the various rating groups it is always advisable to recognize, if possible, the desires of the informal groups. A new seaman might have the ambition, background and test scores to indicate that he will probably make a good electrician but it is desirable first to ask the Chief Electrician's Mate whether or not he wants the man. Sometimes a cocky or lubberly youngster has to season awhile on deck before his prospective mentors want to take him in hand and admit him to their group. All of the groups have a shop, gun mount or other space to which they have title and there a coffee pot and sometimes a radio furnish the nucleus of a kind of club where the men gather and work, gossip and hand down judgments on everything from American foreign policy to the brand of pipe tobacco the Captain smokes. Even the non-rated men have their special small units; in this manner every man on board can feel a sense of belonging. As he performs in his small orbit he can often attain the needed social approval which he does not obtain officially. While few detailed studies of informal military organizations have been made it seems relevant here to mention two results of analogous research on the influence of group feeling in

standard organizations. "In a wartime study of squadron morale at the Naval Air Training Center at Corpus Christi the two things that seemed most related to the happiness (and effectiveness) of squadrons were (1) a feeling that the leaders take a personal interest in the welfare of the flight instructors and (2) the feeling on the part of the instructors that they had become a part of the squadron."[9] "The primary motivating force which more than anything else kept these men flying and fighting was that they were members of a group in which flying and fighting was the only accepted way of behaving."[10] These two examples illustrate another important group function which is to impel its members to act in a standard or approved fashion.

Turning now to the industrial situation we find an important and complete study of informal organizations at the Hawthorne plant of the Western Electric Company.[11] There a group of psychologists attempted first to measure the effect of increased illumination on production. A test group and a control group were selected and the former were subjected to various real and simulated changes in illumination. The unforseen result of the experiment, to express it briefly, was that no matter what changes were made both the test group

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[9] Modern Naval Leadership, Book II, prepared by the Dept. of Psychology of the Univ. of Maryland for the US Naval Academy (unpublished).

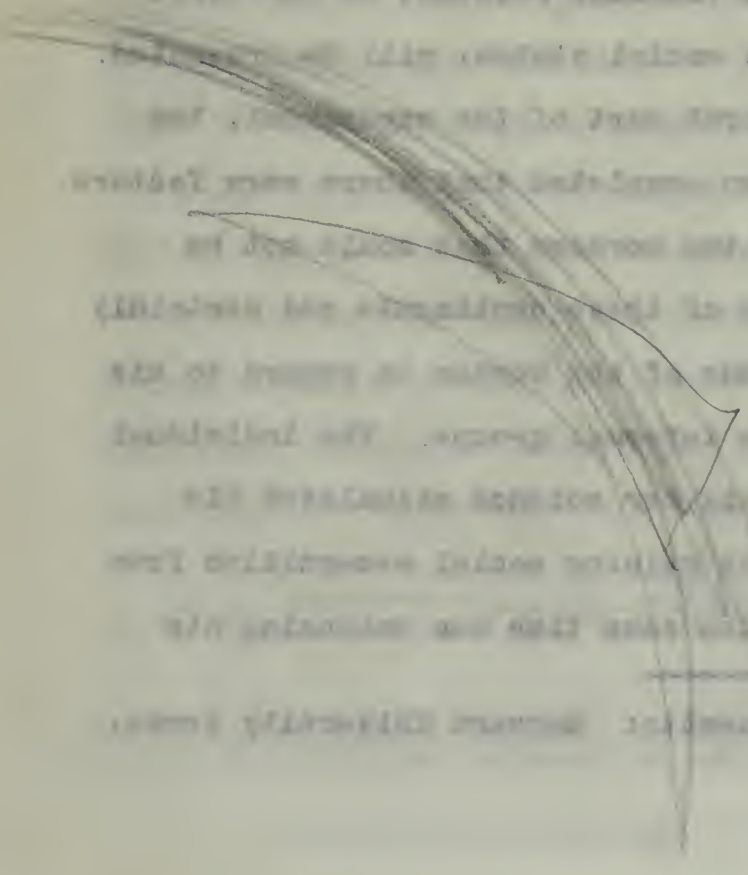
[10] Army Air Forces Aviation Psychology Program Research Report #1, p. 87. Washington: Government Printing Office, 1948.

[11] F. J. Roethlisberger, Management and Morale,

and the control group increased their production. Further and highly complex tests were then conducted with a group of girls who were placed in a special room under the direction of the psychologists. Changes in length of work day and week, rest pauses, noon meal and other phases of the environment were made over a period of several years. To express the results briefly again and in general terms, production rose and stayed up no matter what changes were made; even when the original long week with no rest pauses was reinstituted. This extraordinary reaction led to intimate studies of the workers' social relationships. Informal organizations were discovered and analyzed. The findings and implications of the test results are too complex and comprehensive to be discussed here. Only those findings relevant to our fifth basic factor in discipline, social status, will be presented. It was obvious after the first part of the experiment, the illumination phase, had been completed that there were factors present in the behavior of the workers that could not be measured with a ruler. One of these sentiments and certainly a major one, was the attitude of the worker in regard to his participation in one of the informal groups. The individual worker's role as a guinea pig for science stimulated his interest in his job. He was gaining social recognition from his fellow workers and at the same time was enhancing his

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p. 87. Cambridge, Massachusetts: Harvard University Press, 1944.



self-respect. Absenteeism and labor turnover dropped, discipline and morale improved, largely because the worker had gained the social and self approval he needed.

In discussing discipline as a major component of morale in this chapter we have broken it down into five basic factors: keeping the men informed, giving them a sense of individual security, providing attainable goals, recognizing every man's personal dignity and individual worth and lastly, providing satisfactory social status and approval. These factors are a synthesis of a comprehensive study of all aspects of discipline and morale based on military and industrial texts and research reports. It is interesting to note that however varied and distinctive the approach may be to this concept of human relationships there are certain finite principles and postulates that appear and reappear. These are the five basic factors discussed above. The following quotations will illustrate this point. The first is typical of the very best military doctrine and was widely disseminated by both the Army and the Navy in the Pacific area during the last war.

> Good morale in troops is first and foremost the product of <u>command attention</u>. By that is meant the enthusiasm and sincere interest of the commander in the welfare of his officers and men. He must know their names. It is no compliment to be treated impersonally. The men must have the knowledge that their superiors are interested in them as individuals and that they have their backing. Every individual likes support for the reason that an individual alone in the world is disarmed. It

> is not easy to exercise this constant interest in others because it means giving up one's time and a part of one's self, but it is fundamental in the commander if he is to have good morale among his officers and men. This interest and support on the part of commanders, however, begets confidence, which in turn has a profound effect upon the serenity and good morale of a command. The second factor in good morale has a spiritual quality. The officer and soldier must feel that what he is doing is of value. He must have a knowledge and satisfaction of having accomplished something worth while every day no matter how simple his task may be.[12]

The second quotation is from a conversation with Henry Ford II as reported by Mr. Lilly, assistant Director of Research at the Harvard Business School.

> Mr. Lilly--What obligations do you think the Ford Motor Company has in its direct relationships with your workers?
>
> Mr. Ford--We try to find out what our employees want out of their jobs. Elmo Roper's opinion sampling organization has given us a useful guide, based on a cross-section of opinions of workers throughout the United States. His analysis showed that they want four things: first, they want security; second, they want opportunity for advancement; third, they want to be treated like human beings, not just numbers on a payroll; and fourth, they want a sense of human dignity that comes from a feeling that their work is important.
>
> Mr. Lilly--Would you summarize for me what you consider to be the most important approach to these human relations problems?
>
> Mr. Ford--I have a deep-rooted conviction that our staff departments won't carry us too far unless the men in our line organization--foremen,

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[12] Commanding General Central Pacific, Ltr. Ag. 330. 11 of 1 May 1944 as republished in Pacific Fleet Letter 291-44.

> the supervisors who are over foremen and their supervisors on up the line--learn to treat every individual who works with them the way a human being expects and deserves to be treated.[13]

There is another aspect of discipline which must be considered in any complete discussion of the subject and that is military drill. There are two types of drills: emergency or useful drills and formal drills. Examples of the former are General Quarters or Battle Stations Drill, Air Raid Drill, Fire Drill, and Collision Drill. Their effect on discipline is profound only if they are not inflicted too frequently upon a group or if unreasonable standards of proficiency are not demanded too soon. Most men understand the logic of preparing for a possible emergency, and become disheartened only when they do not understand the need for frequent and tedious exercises. Properly administered they enhance the men's feeling of security against attack or surprise disaster.

The second kind of drill--the formal, military one, beloved by the Army and hallowed by custom and tradition, is useful to some degree in all military organizations. As a means of indoctrinating recruits into military life and as a basis for the necessary minimum of military ceremony and procedure, drill is valuable. But it is no longer in itself the major objective of military life although there are enough old soldiers on active duty to fight a gallant rear guard

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[13]Tom Lilly, "Henry Ford II Speaks Out," The Atlantic (December, 1947), p. 48.

action on this topic. Few modern leaders subscribe to the old theory that "close order drill also brings about habitual obedience to orders."[14] Obedience to commands, yes; but where in actual practice are drill commands needed? Obedience to orders implies an understanding and even a critical evaluation on the part of the subordinate before he complies. Blind obedience to commands was a great virtue in the warfare of Frederick the Great but its practice today is fraught with danger. Witness the fiasco of the Japanese Admiral who brought his loaded transports down to Guadalcanal in November of 1942 after his covering force of cruisers and destroyers had been defeated and driven north by U.S.S. Enterprise and U.S. Marine aircraft.[15] The Japanese was obeying his orders although he must have known that thousands of his men would be lost. Modern warfare is too complex to permit anything but intelligent comprehension of orders and this can hardly be instilled in subordinates by close order drill. Psychologists agree that there is little transfer of learning from the acquisition of one skill to another unless these skills are fairly closely related.

A final aspect of discipline that remains to be analyzed is punishment. As previously stated, punishment is the

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[14] L. A. Pennington, The Psychology of Military Leadership, p. 224. New York: Prentice-Hall, 1943.

[15] Fletcher Pratt, The Marines' War, p. 132. New York: William Sloane Associates, 1948.

[illegible] [illegible] [illegible] [

end of the disciplinary road--a confession that positive discipline has not been successful. The theory and practice of punishment is not relevant to this dissertation except in so far as it directly affects discipline and morale in an organization in which the principles of positive discipline are practiced. These principles are the five basic factors discussed above. Their implementation, preceded by scientific selection and classification with the resultant elimination of psychopathic or maladjusted, immature personalities should leave little room for punishment. "There is no such thing as a good crew or a bad crew; there are only good leaders and bad leaders. . . . . Every case of disciplining (punishment) occurs after some kind of failure (at the top)."[16] When a major infraction of the rules occurs, when a man loses his psychological balance and kills someone or steals, civil or military law takes over. The fact that punishment is certain and severe for major violations of the laws under which we live is a deterrent to some who are on the border line, as it were, of normalcy. But to the average normal man crime is outside of his experience and will not be analyzed in this dissertation.

There is no more certain index of a unit's morale than its incidence of offenses meriting punishment. The intelligent and able leader in either a civil or military

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[16] F. A. Magoun, "Principles of Disciplining," Personnel , Vol. 22, No. 3 (1945), p. 22.

[illegible]

situation looks for the real cause behind the minor infractions that plague, in some degree, even the best administered unit. Why was Jones caught loafing and smoking in the washroom? Why did Seaman Brown return to his ship one hour and seven minutes over leave? The first and basic principle in these situations is that the offender's immediate supervisor or foreman or petty officer or division officer must be made to feel responsible for his subordinate's infraction. Only then will an attempt be made to discover the real reason for the offense. The result of putting this principle into effect is sometimes downright magical. A naval vessel during the last war had, to my knowledge, ten or fifteen men at Mast each week during a regime in which many inexperienced officers were permitted to report a man for petty offenses as an easy solution for their leadership problems. As soon, however, as the officers and petty officers were themselves questioned at length on the details of each case and made to realize that it was a reflection on their professional efficiency that their men must be brought before the commanding officer the number of Mast cases dropped to four or five a month. In administering the punishment that remains as the irreducible minimum, the successful executive or commander follows a few basic rules. The first is that an exhaustive and meticulous study is made of each case. The second is that punishment is inflicted as quickly as possible after the offense is committed, consonant, of course, with a thorough

investigation of the case. Thirdly, every effort is made to avoid antagonizing or embittering the offender; he is given every chance to redeem himself and is made to realize the meaning of his offense and the necessity for the existence of the regulation that he has violated. The fourth rule is that the executive or commander reserves for himself the duty and obligation of administering justice.

> As Inspector General, I cannot too heavily stress to you the harm that is done to discipline and to morale by the use on the part of certain misguided individuals, of unofficial punishments improvised by themselves. These may be effective up to a certain point, but in the long run they do infinitely more harm than good. The men know full well that they are illegal and their use merely serves to irritate and to arouse the bitterest of resentment.[17]

When punishment is administered with meticulous care, justice, and mercy, the men or workers gain confidence in their leaders and feel secure from the arbitrary abuse of managerial power that can be so demoralizing to all of us.

In the preceding pages I have attempted to divide discipline into its basic components and to show how these components are related to morale in the Navy. The primary sources of my synthesis have been indicated by footnotes. Additional sources which have not been directly quoted are included in the bibliography. It remains now to discuss the traditional and legal framework of discipline in the U.S.

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[17] Admiral Hewlett Thebaud, USN, in a speech to the Midshipmen of the U.S. Naval Academy, January 19, 1947.

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Navy and to briefly evaluate the state of morale resulting.

> The cornerstone and very bedrock of a military society is respect for and obedience to law, regulation, and order. Enacted by the Congress and deeply rooted in the Federal Statutes are the Articles for the Government of the Navy. Orders and regulations promulgated by constituted authority have a firm legal basis and are a part of our oath in committing ourselves to faithfully discharge the duties of our office.[18]

Naval administration and discipline is based on Naval Regulations and the Articles for the Government of the Navy, both of which are familiar to all persons in the Naval service. Within their framework the daily work, training and, in time of war, fighting go on. Their language is stern and sometimes harsh but nowhere do they contradict the basic factors of discipline as they have been outlined herein. They are a legal and spiritual force and they express those moral and inspirational principles which have been the real strength of the American Navy.

> The commanders of all fleets, squadrons, naval stations, and vessels belonging to the Navy, are required to show in themselves a good example of virtue, honor, patriotism, and subordination; to be vigilant in inspecting the conduct of all persons who are placed under their command; to guard against and suppress all dissolute and immoral practices, and to correct, according to the laws and regulations of the Navy, all persons who are guilty of them, and any such commander who offends

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[18] Admiral J. L. Holloway, Jr., USN, in an open letter to the First Class Midshipmen of the U.S. Naval Academy, 14 October 1947.

duty and to carefully preserve the peace of society thereafter.

The commanding and very behavior of a military officer is pleasant for and considerate to men, regulations, and orders. Courtesy by the officer and loyalty evoked in the [illegible] duty are the criteria for the [illegible] relationship of the navy. Unfair and [illegible] actions eliminate by immediately withdrawing some of this [illegible] and are a part of our [illegible] maintaining the dignity of the officer.[2]

level administration and discipline is based on [illegible] tion and not strictly for the convenience of the navy. Both of these are familiar to all persons in the naval service. Civilian trained the navy. Initially and, in time of war, [illegible] as the [illegible] is very and sometimes [illegible] of [illegible] by [illegible] Consider the basic factors of [illegible] in the navy and [illegible] the navy [illegible] [illegible] and [illegible] [illegible] [illegible]

against this article shall be punished as a court martial may direct.[19]

Only matters of principle can thus be expressed in absolute and timeless fashion. Around these general principles have grown a number of traditions and customs of the Service. Traditions of fortitude and self-sacrifice and traditions of ceremony and privilege too have developed. Customs of administration and leadership have also evolved--many in writing with the force of law behind them and many unwritten. The strength of the laws of the Navy is demonstrated in the great changes and advances in which Naval discipline has paralleled the social advances of our culture. It is a far cry from the emancipated bluejacket of today to the brutalized sailor of the Continental Navy but it is no farther than the distance between today's average citizen and the bonded apprentice who was his first ancestor in the United States. Admiral Dewey and John Paul Jones would probably feel equally strange in the informal, cheerful and efficient atmosphere of a modern man-of-war. Even in the last twenty years decided changes have occurred in the social structure of the Navy. Officers and men feel free to associate with one another ashore when not in uniform and it is a common practice for the commanding officer occasionally to fall in the chow line, a practice not even contemplated a generation ago. The

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[19] Articles for the Government of the U.S. Navy, Article 1. Washington: Government Printing Office.

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[10] Quoted in The Democratic Platform of 1964, p. 7.

emphasis in the Navy as well as in industry is now decidedly upon the individual--his adjustment is recognized by most of his leaders as being a fundamental necessity for efficient operation and production.

All newly-commissioned officers from the Naval Academy and from our universities are being trained in the most advanced methods of personnel administration and leadership,[20] which should assure a continuation and improvement of the high state of discipline in the Navy. The one group of leaders in the Navy, however, who are not receiving adequate training is the Petty Officers, especially the Chief Petty Officers. These men correspond to the first line supervisors and foremen in industry. "It is widely recognized today that a company's personnel policy is no stronger than the actual manifestation of that policy in the hour-by-hour dealings of each foreman, department head, or supervisor with his own men. It is almost literally true that to many workers the foreman <u>is</u> the company."[21] While the trend in industry has been to train foremen in the techniques of handling men, the Navy has largely been content to train Petty Officers in their professional specialties alone. This does not mean that leadership qualities are not stressed; it means that leadership is not scientifically taught. Therein

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[20] <u>Modern Naval Leadership, Book II</u>, <u>op. cit.</u>

[21] Tead and Metcalf, <u>Personnel Administration</u>, p. 240. New York: McGraw Hill Co., 1933.

lies the greatest single opportunity to improve the standards of discipline and morale in the Navy. It is encouraging to note that both officially and through expressions of opinion in professional journals the Navy is aware of this opportunity.

> How many really competent petty officers do you have on your ship? I don't mean competent technicians; I mean leaders who can take charge and get results without supervision. Your answer will probably be that there are disappointingly few. . . . . The burden of making good petty officers rests ultimately upon their division officers.[22]

The professional shortcomings of many petty officers are a result of their rapid wartime advancement; current promotions are much slower and much more selective.

In conclusion we can fairly assess the state of discipline and morale in the Navy as being good. Current reenlistment percentages of over fifty per cent are proof of this statement. Thousands of young men are not going to remain in the Navy in these days of plentiful jobs and high wages unless they like the Service and feel secure and well adjusted to it. At the same time there are tremendous opportunities for improvement of morale by the application of scientific principles of discipline and motivation at all levels of leadership in the practice of personnel administration.

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[22] Lt. (jg) G. P. Steele, USN, "Our Vanishing Petty Officers," U.S. Naval Institute Proceedings (June 1948), p. 703.

[16] Ibid., p. 3.

CHAPTER IV

WELFARE AND RECREATION AND ITS RELATION TO MORALE

As defined in Chapter II, welfare and recreation is a Naval expression used to designate most organized activities not concerned with daily work and training. Its relation to morale seems obvious; even the most hidebound martinets agree that to some extent men need relaxation and exercise just as machinery requires periodic lubrication and repairs. It is this very face validity, however, that makes a more thoughtful and penetrating examination of the subject necessary. Leisure activities are peculiarly susceptible to abuse in any military organization. Too often there is scheduled a baseball game or movie or swimming party as a matter of custom or routine and the leaders of the unit concerned delude themselves that morale will thus be sustained and improved. Recreation cannot be used as a tonic or panacea any more than candy can nourish a child who is being fed an unbalanced diet. Welfare and recreation must properly be considered a tool and aid for efficient leadership and not a substitute. The second common abuse of leisure-time activities is their maladministration. Too often they are merely scheduled without adequate facilities, transportation,

equipment or supervision. A unit commander, for example, decides that his men should have a baseball team and enter the appropriate league competition. The most junior officer is usually detailed to organize the team and from there on it is largely a matter of chance, confusion and frustration. Finally the team is organized with the result that ten or fifteen men practice and play baseball every day while their shipmates gain only the distinction of doing the athletes' work as well as their own. Fortunately a more typical example is that of the unit commander who persuades one of his experienced and baseball-wise officers to organize an intramural softball league as well as a unit baseball team. With all the needed official backing a fine interest in athletics is stimulated with everyone having an opportunity to participate. Another obvious malpractice in the organization of leisure-time activities is regimentation and unnecessary restrictions. Men rarely enjoy doing things they have been cajoled or ordered into doing. Nothing can discourage a hobby program, for example, more than its supervision by a surly old timer who takes a negative attitude about the whole business. It is apparent, then, that while welfare and recreation is a vital need for all men it must be administered with care and skill.

In assessing the need for welfare and recreation and in examining the reasons for such an expensive and elaborate program as the armed forces now enjoy we are again faced with

the obvious conclusions that play and leisure are beneficial to any group of workers as a means of combatting fatigue, boredom and monotony. But the industrial psychologists have found that fatigue and monotony are fluid concepts, varying widely in relation to many factors. "Under conditions of strong motivation, men may continue work for long periods of time without being aware of fatigue, whereas, under other conditions, they may feel fatigued before they begin to work. There is every reason to believe that the attitude of an individual is an important factor in the ability to do work, but the presence of this attitude cannot be detected by any physiological measures known at present."[1] There is no foundation for the belief that man must have play and recreation because they are basic needs. Some of the most effective combatant units in World War II, such as the Marine Corps Second Division, operated for years with no recreation worthy of the name. After being relieved on Guadalcanal the Second Division retired to the Fiji Islands for rest and retraining before landing on Bougainville Island. The real importance of welfare and recreation activities is the effect they have on the attitudes of the men and in consequence their effect on morale. If the men feel that their leaders really want them to get maximum leisure and to enjoy all possible benefits, then morale is boosted and welfare and

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[1] Maier, Psychology in Industry, op. cit., p. 113.

[illegible]. Encyclopedia in Industry, pp. 222 ff., 1-7, 121.

recreation must be credited with an assist. But if the men suspect that their leaders are just going through the motions and have no sincere interest in their leisure-time activities and do not operate them efficiently, then welfare and recreation is money and effort wasted. "That the employees' attitudes toward management and the working situation, and their beliefs as to what constitutes company policy, influence their productivity and behavior in the working situation cannot be denied."[2]

In industry the activities comparable to welfare and recreation are many and varied. Two major factors have contributed toward the growth of employee services. The first is the desire to attract and retain good workers and the second is the influence of the labor unions. Company cafeterias and restaurants provide both convenience for the workers and an improvement in nutrition which has been found to be reflected in increased production. Employee financial, purchasing and housing cooperatives have contributed to the financial security and prosperity of the workers. Employee activities such as dramatics, orchestras and athletic teams provide the kind of recreation which attracts intelligent and permanent workers. "It is the special purpose of these services to maintain the efficiency of employees, to provide them with facilities and services that maximize their

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[2]Ghiselli and Brown, Personnel and Industrial Psychology, p. 126. New York: McGraw-Hill Co., 1948.

[illegible]. p. 156. New York: Harper-Hill Co., 1956.

enthusiastic and effective participation in the work to be done."[3]

As the great increase in leisure-time is reflected in our daily lives as compared to the lives of our immediate ancestors so is it reflected in the armed forces. "The rising tide of leisure-time activities during the past few decades marks the beginning of a new period in which the traditions of rural America finally gave way to the advance of an urbanized, industrial world. . . . . This building of an urbanized, industrial world in which leisure-time activities found a congenial soil for development has been accompanied by a changing outlook on life with greater emphasis upon the values of play and recreation."[4] While the trend toward greater organization of leisure-time in the Navy was discernible before the War, it was this last conflict that saw the greatest advances made in welfare and recreation. An interesting commentary on these changes is provided by the remarks of a senior naval officer who was captured in the Philippines and returned to duty three years later, after the liberation of those islands. "Our fighting men of earlier times were belligerently proud of their toughness and fortitude, and justly so. I wonder if all our recreation

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[3]Dale Yoder, Personnel Management and Industrial Relations, p. 215. New York: Prentice Hall, 1938.

[4]Steiner and Babcock, Recreation and Morale, p. 46. Washington: National Education Association, 1942.

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and welfare programs, and our esoteric psychological approach to the human animal will ever instill quite the pride that was theirs--or whether it may engender demands for greater and greater privileges, more and more recreation, or possibly portal-to-portal pay for attending General Quarters."[5] While Captain McCracken is only half serious in his misgivings on recreation he represents a viewpoint which many experienced leaders share. Their position is that perhaps the Navy was oversold on the whole subject during the war by zealous and earnest civilians while the attention of most professional officers was diverted by combat operations. I propose to return to this subject after a brief survey of welfare and recreation in the Navy.

The armed forces, particularly the Navy, have a unique responsibility in their guidance of the lives of thousands of young men in their teens. More than half the men in the Navy are in their minority and their parents look to their leaders to help them learn a trade or profession and mature into well-adjusted citizens. The provision of wholesome recreation and the opportunity to read good books and pursue a hobby is thus a moral and social obligation on the part of the government. This is the first concept which must be understood by those who are inclined to deprecate large welfare and recreation expenditures. A correlative idea is that

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[5]Capt. Alan McCracken, "The Prodigal Son," U.S. Naval Institute Proceedings (May, 1948), p. 574.

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[2] Ibid. Also Hathaway, "The Implied Duty," U. C. Local Conference Proceedings 1961, (1961), p. 171.

the Navy is concerned with the whole lives of its people; on most ships and stations the men live on board and work and stand watches around the clock. Their leisure activities must thus be organized on the spot; there is seldom a home right there to share this responsibility. Even a Naval establishment in a large city, such as the New York Naval Shipyard in Brooklyn, must organize and administer elaborate athletic facilities and recreation areas. The men could, of course, use the commercial facilities of the city but their limited pay would soon force them down to the socio-economic level of the average young man of the metropolitan area. This was the practice as late as twenty years ago but the intelligent and career-minded youngster that the Navy needs today is not content to frequent the pool rooms and back alleys of a city in his spare time. If the chance to play games and pursue hobbies is not provided him he will not reenlist.

During the war when large numbers of civilians were inducted and rushed through training camps to be ordered to advanced bases and the Fleet, there was a pressing and unique problem in helping these men become adjusted. Part of the objectives of welfare and recreation activities was to make these new men feel a little less homesick and strange by providing as much of their home environment as was possible in the form of movies, familiar radio and stage shows, music, cokes, and games. This was in addition to providing recreation

for sea-weary sailors. In the transition period after the war when all hands were eager to go home, welfare and recreation activities again performed a special function in diverting and entertaining those who had to wait just a little longer.

Now that the Service has somewhat returned to normal, leisure activities are assuming their true and important position. "Welfare and recreation will continue in the peacetime Navy, of course, as a keystone of the Navy's personnel program."[6]

The most significant post-war development has been in athletics. There have been two major trends, the increase in total participation and the organizing of Service-wide competition in almost all sports. The trend toward greater participation by more men has been current in schools and universities for many years. While spectator sports such as football continue to draw huge crowds there has been a large scale growth in all types of intramural athletics. It has been estimated, for example, that on a typical autumn afternoon more than half the Brigade of Midshipmen at the Naval Academy are playing football with either the company, class, freshmen, B Squad, or Varsity teams. The remainder are engaging in some other form of athletics. While this is not quite a typical example it is true that intramural athletics

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[6]Admiral Randall Jacobs, USN, in the Foreword to NAVPERS 15, 631, Navy Dept., Washington, D.C., 1945.

are receiving greater support and emphasis in all schools. This same trend has been followed in the armed forces where the obvious benefits of participation instead of watching are realized. Games such as softball and volleyball are ideal for organizing informal competition between small groups such as the fireroom, the engineers, the wardroom, and the Chief Petty Officers. Here rivalry and good humor, often fortified by cold beer, replace athletic perfection with attendant tension and emotional charge. Here rank and prestige are forgotten and the lowliest seaman is a better man than the admiral if he can hit a longer ball.

A second trend in Navy recreation is the increased emphasis on All Navy competition. In baseball, basketball, swimming, boxing, wrestling, tennis, and golf, to name a few, there are first local tournaments, followed by area competition and then All Navy games or matches where the best team in the Service is chosen. Not the least of the benefits derived from this program is the opportunity for athletic young men to compete on a high level with the natural satisfaction resulting. Formerly the skilled and promising lads who enlisted in the Navy could only envy their more fortunate contemporaries who went to college or competed in some semi-professional league.

It does not seem necessary to discuss the obvious benefits to young men of active sports and games. They are some of the most attractive features of Navy life to all

recruits and serve to absorb some of their boundless energy at the same time that they teach the values of fair play and competition. Other less obvious active forms of recreation are hunting, fishing, and camping. In areas such as the Aleutians or Alaska the weather rarely permits the enjoyment of the usual sports and outdoor activities with rod and gun are extremely popular.

The second major type of recreational activity in the Navy is social. Of these, moving pictures are by far the most popular, followed by parties and dances, music, and social rooms. Despite the widespread criticism of most Hollywood products by educators and other intelligent commentators the fact remains that Navy men as a whole enjoy them very much. The daily movie is a big event even in peacetime; during war its importance and appeal can hardly be exaggerated. Its effect was not always uplifting to the spirits of tired and homesick men; more often the sights and sounds of a glamorous, if slightly unrealistic, home were actually saddening--yet the reassurance of home and normalcy was there.

Parties, dances, picnics, and other organized social activities are always popular if properly organized. Here the Welfare Officer has a major job. If available, local church and school organizations are requested to provide young ladies; the men are urged to bring their wives or girls and the details of music, refreshments, and transportation are carefully worked out. Most Naval stations now have

enlisted men's clubs, usually divided into Chief Petty Officers' Clubs and Petty Officers' Clubs, where the men enjoy the activities formerly restricted to Officers' Clubs. This admirable policy not only provides a social center for the married men and their families but serves to keep many of the single men out of local saloons and dance halls. The armed forces are gradually assuming a realistic as well as a psychologically commendable attitude about the social needs of their young men. Recent research, such as the Kinsey report, has indicated that boys in their late teens are at the height of their sexual powers and that while their normal idealism leads them to choose the company of nice girls if they can find them they will patronize the saloons and brothels in search of women if offered no alternative. The growing acceptance by respectable families of enlisted men as proper friends for their daughters has assisted in giving soldiers and sailors a more normal social life.

A third major leisure-time activity in the Navy is the Hobby Shop program. This is a war-time development stimulated by the need for occupying the minds and bodies of thousands of men on advanced bases and on ships. The program proved so successful that it was established and even elaborated after the war. Instructors, tools, and raw materials are provided for almost any hobby imaginable from fly-tying to automobile repairing. The latter, of course, would not be included on a ship but even the smallest military unit can

have leather working, stamp collecting, and similar compact activities.

Another major recreational field might be termed the cultural one. This includes libraries and reading rooms, music groups, dramatic and public speaking clubs, and discussion groups. Of these the libraries are by far the most important and widely used. The reading tastes of enlisted men are catholic and often surprisingly mature and developed.

Closely akin to the above are the correspondence courses and special educational classes sponsored by the Training Officer. These are both instructive and entertaining for many individuals and certainly contribute to the morale of those who are serious and ambitious.

For the most part this chapter has dealt with recreation; it might be well to discuss briefly the welfare activities of the Navy. For men with personal, adjustment, moral or financial problems there are several sources of counseling and guidance. The most obvious is the mens' division officer, their immediate commissioned superior, speaking in a military sense. This officer either handles the matter himself or refers the man to a Medical Officer or Chaplain if the man is in need of psychiatric treatment or spiritual advice. For the common cases of financial distress of dependents both the Navy Relief Society and the American Red Cross provide gifts or loans. While a few men still enmesh themselves in the toils of loan sharks when

they have a financial emergency, most people in the Service are learning that Navy Relief and the Red Cross will always help in a legitimate case.

One of the most unusual aspects of the Navy's Welfare and Recreation Program is that it is largely self-supporting. While a small sum is appropriated annually by the Congress for this purpose the major cost is paid out of the profits of the Ships Service Stores. These stores, which include ice cream bars, soda fountains, tailor shops, and barber shops among others, are patronized by all men and officers and are permitted a maximum fifteen per cent profit which provides welfare and recreation money. An enlisted Recreation Committee operates in every command as a sort of Board of Directors to administer the Program with the approval of the Commanding Officer. We can see, then, that the Navy enjoys an elaborate leisure-time program, paid for and largely administered by the men themselves.

In evaluating the over-all effect of this program on morale it is evident that the effect is very good. Whether or not the money and effort spent might be better directed, in some cases, into other channels is another question. The benefits of the All Navy Competition in some sports has a certain face validity but is it really worth while? The cost of transportation of the teams and the man-hours of productivity lost must be balanced by an interest and enthusiasm that reaches beyond the gratification of the ambitions of the

contenders involved. This is all speculation, of course. I can only suggest that an opinion poll or attitude survey be taken to determine whether or not some of our elaborate competition is worth while. I strongly suspect that a few trained psychologists would come up with some surprising conclusions if they were directed to make a careful and scientific analysis of service opinion and attitudes on the whole subject of recreation and welfare. I would even predict that the single men would come out strongly in favor of more dances where they could meet attractive local girls and that the married men would disclose their preoccupation with housing and the cost of living.

This is not meant to disparage the well-conceived and well-administered leisure-time program that everyone in the Navy approves of heartily. It is meant to suggest that the new but proven art of mass attitude sampling might be applied to gratify even more efficiently the needs and desires of Navy men. The experience of industry has been that the desires and attitudes of employees are a complex and often unpredictable quantity. "Managerial welfare activity is in disrepute with both employers and employees in the United States. It was more appropriate in the period when popular opinion was on the side of the paternalistic employer who 'looked after' his employees. Today, most employees resent that attitude insisting that they prefer to live at a level where they can look after themselves."[7] The modern practice

[7]Yoder, op. cit., p. 426.

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in industry is to find out what their people really want and what their attitudes are; the Western Electric experiments at their Hawthorne plant discussed in the last chapter are a good illustration. The same technique might be as valuable in the armed forces as they have proven to be in industry.

CHAPTER V

PUBLIC RELATIONS IN THE UNITED STATES NAVY AND ITS RELATION TO MORALE

The self-respect and pride engendered in military personnel by a friendly public attitude is one of the fundamental requirements of the armed forces today. Self approval and social approval, as discussed in the chapter on discipline, are two of the basic needs of all men. One of the most obvious means for filling these needs is to encourage public support and approbation; this is called public relations.

> . . . . any kind of activity designed to impart information, form ideas and opinions by any means; press, pulpit, radio, motion picture. It is allied to publicity and advertising and frequently uses both. In short, it is the art of propaganda and a powerful social weapon to be used sincerely and with a full sense of social responsibility. Most of the activities it embraces are routine and useful. But a full knowledge and understanding of the art of public relations gives a key to the understanding . . . . of modern society.[1]

Another concept of public relations is that its purpose is to build and maintain good will. In the Navy the objectives of public relations are to create public confidence in the Navy and at the same time to foster within the Navy a reciprocal feeling of trust in the public. This dual purpose is a

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[1] Averill Broughton, Careers in Public Relations--The New Profession, p. 14. New York: E. P. Dutton & Co., 1943.

. . . any kind of activity designed to
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feeling of trust in the public. This does imply because it is

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[1] Harwell Bronenberg, Operation in Public Relations--The
Law Enforcement, p. 12. New York: E. P. Dutton & Co., 1967.

reflection of the comparatively recent changes which have taken place in the relationship between civilians and the military. History reveals that the normal status of soldiers in Western Civilization was either that of a ruling caste or a class whose ambitions were clearly developed toward power. From its very founding the United States departed from this tradition and established the armed forces as the servants of the people, wholly without political power. From the start, then, it is apparent that the amiable relations between the public and their military men that we enjoy in America are somewhat unique. Throughout their history the Army and Navy have been small, professional, and rather detached organizations. Only in times of national emergency did they mix with civilians; between wars they even took pride in their exclusive environment. Naturally there was little need for elaborate public relations, since the public seldom concerned itself with the Services.

The last war, however, made a decisive change in this almost idyllic arrangement. It is now unhappily apparent to all of us that modern war is total war and that means total defense. As long as the possibility of war exists the armed forces will remain large and will intrude, of necessity, into every phase of public life. For example, there must be military men in education, in industry, in transportation. Many families must lend their sons and even their daughters to the Services. It is here that we see the foundation of

the first objective of Navy public relations: to create public confidence in the Navy. John Citizen may give up a small part of his income to support the Navy and not be too curious as to what he is getting for his money but when he gives his children he becomes actively interested. Through public relations the Navy must persuade the people that it is capable of wisely administering the economic and human riches that the Congress appropriates each year.

The reciprocal objective of public relations, that of creating within the Navy a confidence in the people, is equally important to the morale of the Navy. This is at once apparent in time of war for then it is vital that the men doing the dirty and dangerous jobs feel sure that the people are pulling their fair share of the weight in the boat. This need for indoctrination was a source of concern to all commanders during the war and it was often quite difficult to accomplish the necessary persuasion. Men returning to a West Coast port for a brief refit would see some of the war workers throwing their money away in night clubs and on the black market; they would find housing and transportation problems so acute that they could not see their families yet people with enough money and connections could always get hotel rooms and pullman reservations. It was not easy to convince the men that that was the big, free, American way of doing things, that the war workers were turning out the stuff and had to blow off steam occasionally and that sending race horses

around the country in special railroad cars did not take much of the space their families could have used after all. No, it was quite difficult, as a matter of fact, especially since many of us shared our mens' feelings on the whole subject of civilian participation in the war effort. In peacetime the problem of Service attitude toward the public is not as acute nor as simple. Navy men must learn that the public pays the taxes that support them and that, in fact, the people employ the Navy and have all the normal rights and privileges of any employer. Officers must also indoctrinate the men with a sense of responsibility about government property. The erroneous idea that because an article is not privately owned it can be abused or wasted is common among all government workers.

Far worse than carelessness with public property is the unfortunate tendency of a few senior officers to become careless with the rights of the people. In condemning the refusal of one Major General H. J. Casey, U.S.A., to reveal to a Chicago reporter certain Japanese occupation costs and policies on the ground that the people of Chicago are not interested in that subject, the responsible San Francisco Chronicle comments: "There is one way, and one way only, to right this situation. That is for the American people to realize that every abridgment of their right to be informed, however, small . . . . cuts at the very core of their freedom to govern themselves."[2] All of these somewhat abstract

[2]San Francisco Chronicle, Editorial page, June 25, 1948.

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conceptions of public relations may seem far removed from the usual Service notion of the typical Public Relations Officer who is often photographed shaking hands with a governor or patting some Boy Scout on the head. It can be seen after only a cursory look that there is more to public relations than making up press releases for Navy Day.

Industry has long been cognizant of the benefits and advantages of informal and friendly public opinion. The impetus for this development was a more critical attitude of the people about business methods and practices reflected in progressive legislation such as the Sherman Anti-Trust Act. As a more enlightened policy toward profits, monopoly, and labor developed in industry it became apparent that public opinion was a factor to be considered, especially since it had, when sufficiently aroused, been able to influence legislation. Companies which were particular targets for the trust-busting activities of Theodore Roosevelt, such as the oil companies, were among the first to hire press agents to obtain favorable publicity. The term used now to describe these specialists is Public Relations Advisors or Consultants. While the new profession is inclined to take a somewhat pompous and grandeloquent view of its own importance it has attained a measure of professional standards and has devised very elaborate techniques for obtaining public good will. That these techniques sometimes take considerable liberties with hard economic realities is quite understandable; after

all, business is concerned with making money and not with educating the public.

> People are judging business on social as well as economic ground, and have turned to the State to bring about changes in the institutions of business. The State has invaded a great many areas of business which heretofore presumably had belonged to private enterprise. The list is not only long, but in an historical sense is truly revolutionary. Businessmen have been bewildered and confused by this rapid extension of state power over their affairs. Too often, I fear, they have drawn on their emotions rather than on their analytical powers in reacting to this situation. If business is to be realistic, it must in its own interests go beyond the politicians to the source of their power. It must assume that the actions of the politicians, by and large, are reflections of the popular temper. If this point of view is accepted, it becomes easy for business to direct its attention to the real force with which it must ultimately deal, not with politicians, but with public opinion . . . . public relations is simply a name for those activities and relations of ours which are public, that have a social significance.[3]

Public relations in the Navy has much in common with that of industry but while many of the techniques are the same, the scope and emphasis are different. Only in recruiting can the Navy justifiably spend large sums for advertising, propaganda and ordinary ballyhoo. It is in the public's interest to encourage, even to proselyte, volunteers since the unpleasant alternative is a draft. Except for recruiting, then, the Service must use more subtle means than business

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[3]Harwood L. Childs in a speech before The American Council on Public Relations at Milwaukee, Wisconsin, Feb. 19, 1940.

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does in building public good will and confidence.

It must be clearly understood that public relations in the Navy is a command function. It is the responsibility of each unit commander to practice active and sound public relations in accordance with directives and statements of policy passed down from the Secretary of the Navy. Every command in the Navy has by direction a Public Relations Officer who acts for and advises his commander.

Before outlining the methods used it might be wise to describe the organization of the Office of Public Relations. This office operates directly under the Secretary of the Navy. It is headed by a Director of Public Relations who is the representative of and advisor to the Secretary of the Navy in all matters pertaining to his specialty. The office is divided functionally into three major divisions: Public Information, Civil Relations, and Naval History, and has, in addition, an Administrative Division whose operations are concerned with personnel, mail, files, security review, indoctrination, and similar matters. The Public Information Division is concerned, as its name implies, with keeping the people informed, favorably if possible, about the Navy. First of all this Division handles press relations; it composes press releases, arranges interviews with the press, visits to naval stations and vessels and the photography in general of news-worthy scenes or events, and has cognizance over magazine stories and books written about the Navy. It also includes a Special Activities

Section which has as one of its major functions cognizance over the courtesy cruises that have become so popular since the War. Prominent civilians from all walks of life are invited to make short trips or cruises in Naval vessels to acquaint them at first hand with Naval life at sea. The guests pay for their own food while the government provides quarters. These civilians are incorporated into the ship's company in a somewhat honorary capacity and are urged to participate fully in the life of the ship even to the extent of standing watches. The Special Activities Section also prepares speeches for Naval officers and furnishes speakers upon request for important local and national functions. It also arranges special Naval exhibits and programs when requested or upon the occasion of Navy Day or a national holiday. Radio and television publicity are other major categories under Public Information. Special broadcasts from ships and outlying bases are frequently made, requiring laison with commercial radio stations and the Federal Communications Commission.

The Aviation Section is also under Public Information. Its job is to promote and explain Naval aviation--how much the post-war Navy is an air Navy and what the implications are in the future of sea-air power. This activity is particularly important now to the Navy and to the public since some over-zealous advocates of pure air power in the Army Air Forces do not conceal their attempts to supplant the Navy as the country's first line of defense. Whatever the merits may be of either side of this controversy the public benefits by

the reception of information on which a balanced military policy can be formed.

Civil Relations is the second major division of the Office of Public Relations. Its mission is to coordinate relations with civilian organizations in stimulating interest in and good will toward the Navy. Within this division are: the Research and Evaluation Section, the Laison Section, and the Civil Readjustment Section. The duties of the first of these sections may be guessed from its title; it investigates and evaluates all civilian organizations whose activities might impinge on those of the Navy or who might be receptive to Navy propaganda. The Laison Section maintains close contact with many organizations both at the local level and at their headquarters, if any, in Washington. The Civil Readjustment Section supervises and coordinates the efforts of all field activities in the program and maintains laison with the government agencies concerned with veterans and their rights. The idea behind Civil Relations is to utilize the influence of the tremendous number of organizations that exist in our country. We have a great national love of joining; it is estimated that the entire adult and youth population of the country can be reached four times through the many thousand organizations, known to public relations personnel as Organized America. For example, the Division maintains contact with about seventy veterans organizations and over two hundred thousand women's clubs. The importance of the

Civil Readjustment program may be realized when it is considered that more than four million men and women served in the Navy during the last war. These people together with their families and friends form a tremendous potential source of good will and support for the Navy.

The third Division of the Office of Public Relations is the Naval History Division. It is concerned with writing the Naval history of the last War and its activities are not pertinent to this dissertation.

As can be seen from the preceding brief sketch of their activities, the duties of public relations personnel in the Navy are important, complex and exacting. This covers what may be termed the official phase of public relations; there is another wide and undeveloped area of equal or even greater importance, informal public relations. Every act or failure to act on the part of every person in the Navy is, in some sense, a matter of public relations. Those whose official duty it is to promote and develop favorable public feelings can have their most elaborate efforts thoroughly neutralized by the undisciplined behavior of a few sailors at a high school dance or the actions of an admiral in restricting the use of one of the elevators in his office building. Scandal and gossip often travel much faster than do stories of efficiency or humane consideration. Navy men when in uniform are so conspicuous that any deviation from the norm in their behavior is at once a subject for public comment.

All commanders, of course, are aware of the responsibility their men have as representatives of the Service and it is indeed rare, in normal times, to see Navy men drunk or disorderly in public.

But what of a more positive approach to this matter of informal public relations? Is it enough to enjoin Navy men from offending the public through boisterous or immoral behavior? I believe that here is a largely undeveloped field in public relations. Men and officers should be trained and encouraged to mingle with civilians. Admittedly their itinerant form of living does not make this easy. Navy men are inclined to take the attitude that they will be in a particular community for only a few years, and need not bother to sink roots. Many civilians, too, have a feeling of reluctance to make close friends with Service people whom they know will be leaving shortly. The more thoughtful men in the Navy, however, sense the value of settling down in each community as if it were their real home. They join churches, clubs, community associations, and parent-teacher organizations. The sense of security gained for themselves and especially for their children makes the effort well worth while, to say nothing of the friends and acquaintances acquired. In addition to benefitting the morale of Navy families directly, this practice of taking part in community activities benefits the Service. The public is inclined to react more favorably to an organization to which their friends and neighbors belong

than to an organization made up of strangers. When legislation is proposed to build Navy housing or to raise pay and allowances or to provide income tax exemption it has far greater chance of passing if the public is familiar and sympathetic with the special problems of itinerant Navy families. The surest way for the Navy to sell its story is to mingle with civilians and join in civilian activities.

To implement the idea of greater participation in civil life for all Navy men would only require a statement of policy and recommendation from the Secretary of the Navy together with a directive to instruct all hands on the advantages of the idea both to the individual and to the Service. Senior officers could lecture their juniors, and Division Officers could pass the word along to their men. All commands could be directed to hold frequent Open House visiting days when officers and men would bring their civilian friends. Moderate civilian activity should be made a requisite for command and should be recognized as a desirable attribute of all leaders. It has been my unfailing observation that all successful Naval Officers, particularly senior officers, have had a large number of friends and acquaintances outside of the Navy.

It is interesting to note that there has been a decided trend in the Navy, since the War, toward greater social intercourse with civilians. This has come about largely through the custom of welcoming reserve officers of any branch

of the armed forces and their civilian guests in the Officers Clubs of Naval Stations, Shipyards, and Bases. This happy practice should be extended to Chief Petty Officers Clubs and Enlisted Men's Clubs.

Public relations, then, promotes good morale in the Navy by assisting Navy men to attain the approval of the public and thus engender their own pride and self respect. Like welfare and recreation it is an aid to good leadership, one of the necessary tools of the commander. However, its importance to the maintenance of high morale in a military organization is less than that of recreation and certainly less than the first of the three factors we dealt with, discipline. For discipline, in the broad sense in which the term is used here, is the very heart of morale.

In conclusion, then, it can be affirmed that high morale in the Navy, as in any military organization, is based on efficient and enlightened discipline and is supported by such additional aids as adequate welfare and recreation and intelligently administered public relations.

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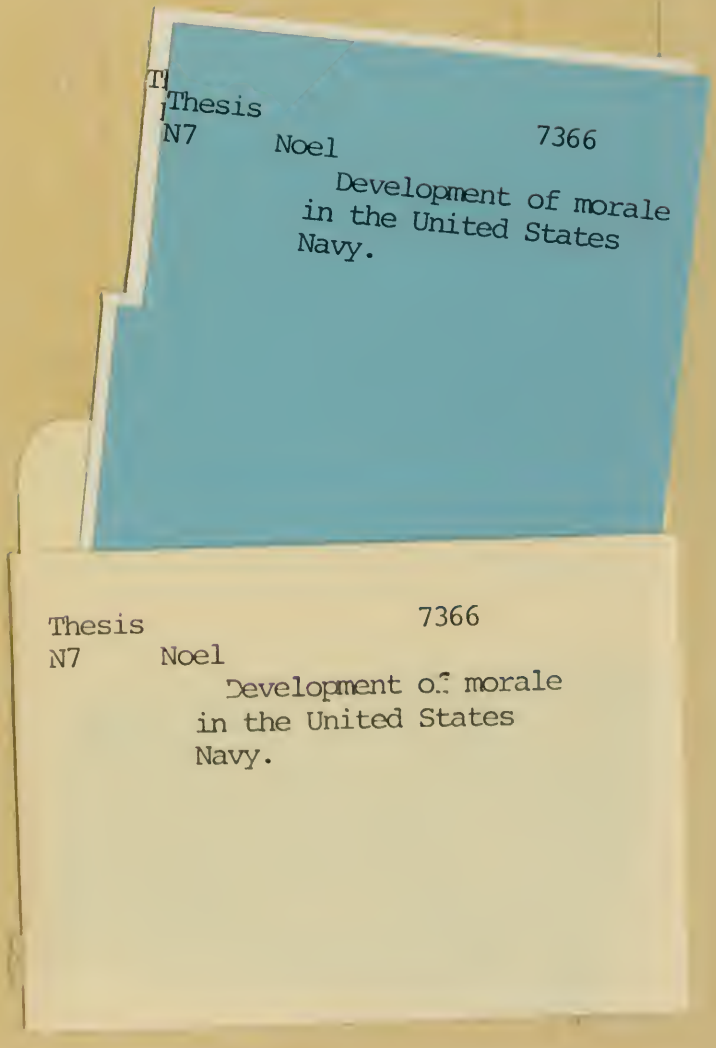
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